

DOCUMENT RESUME

ED 207 753

RC 012 927

AUTHOR Haro, Roberto P.; Cabello-Argandona, Roberto
 TITLE The Spanish Speaking and Library Services: A Systematic Review and Analysis.
 PUB DATE Mar 78
 NOTE 40p.
 EDRS PRICE MF01/PC02 Plus Postage.
 DESCRIPTORS Academic Libraries; *Community Involvement; Community Services; Ethnic Discrimination; Higher Education; *Hispanic Americans; Libraries; Library Material Selection; Library Personnel; *Library Schools; *Library Services; Mexican American Literature; Personnel Selection; Population Distribution; Professional Training; *Spanish Speaking; Student Recruitment; *User Satisfaction (Information)

ABSTRACT

Traditional models of library service and their applicability to the Spanish-speaking community, a rapidly growing group not generally considered by policy makers, planners, and decision makers of the library profession, are examined. Topics include: discussion of terms describing Hispanic-origin people; size of Spanish-origin population; libraries and the Spanish-speaking; the environmental context of library services to Spanish speakers; conceptual models of library and information services for the Spanish-speaking; public library services and community-service-oriented models; library and information services to the Spanish-speaking academic community; employment of human resources; and manpower training and recruitment in library schools. Problems associated with inadequate library services for the Spanish-speaking community include low enrollment and poor recruitment of Spanish-speaking students in library schools; under-utilization of Spanish-speaking librarians; limited community participation in collection development and resource distribution; and limited allocation of resources. Additionally, indexing of information for, by or about the Spanish-speaking community is often culturally biased. A table showing the U.S. Spanish-origin population by type of Spanish origin (1976), and charts depicting manpower training and community participation in libraries are included.
 (AW)

 * Reproductions supplied by EDRS are the best that can be made *
 * from the original document. *

ED207753

RC 01 2927

THE SPANISH SPEAKING AND LIBRARY SERVICES:

A SYSTEMATIC REVIEW AND ANALYSIS

by

Roberto P. Haro

University of California,
Berkeley

and

Roberto Cabello-Argandoña
Anaheim Public Library

March 1978

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

- ☒ This document has been reproduced as
received from the person or organization
originating it.
☐ Minor changes have been made to improve
reproduction quality.

- Points of view or opinions stated in this docu-
ment do not necessarily represent official NIE
position or policy.

A multiplicity of terms has been used to refer to Hispanic origin groups in the United States and Puerto Rico. The literature is liberally sprinkled with terms such as Cuban American, Hispano, Hispano Americano, Mexican American, Mexicano, Mexican, Latino, Puerto Rican, Chicano, and other even more encompassing descriptors.¹ Terms are often used to reflect local preferences, and in some cases they have been consistently used by the larger society to designate a perceived heterogeneous social group whose national and cultural characteristics are little known or misunderstood. The Bureau of the Census considered that "Persons of Spanish origin were persons who reported themselves as Mexican Americans, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, Central or South American, or other Spanish origin. Persons who reported themselves specifically as Mexican American, Chicano, Mexican, or Mexicano were consolidated in the one category Mexican."² For the purposes of this piece, the term Spanish speaking will be used to encompass the various designations indicated above, while the term Mexicano/Chicano will be used to encompass those of Mexican ancestry.

SIZE OF POPULATION

Although there are claims of a possible undercount of persons of Spanish origin in the United States and Puerto Rico, the size of this population thus far reported is significant enough to require that serious efforts to provide special library services be made. In November 1976, the U.S. Bureau of the Census reported that as of March 1976, the total Spanish speaking population of Spanish

origin by type in the United States amounted to 11.12 million persons. Six million six hundred thousand (6.6) reported Mexican origin, and almost two million (1.8) reported Puerto Rican origin. The total number of persons of Cuban origin amounted to 700,000, while persons of Central or South American origin amounted to 800,000. An additional one million three hundred thousand reported Spanish origin other than those specified above.³ (See Table 1.) Although these figures are approximations, they tend to be somewhat on the conservative side. Each population count for Spanish speaking people has been followed by a re-count in which a much larger population group was identified. For example, the population count for the 1960 census was questioned and a re-count was taken in 1962. As a result, there was a 113 percent increase in the number of persons of Spanish origin in the United States and Puerto Rico.

The census methods used by the U.S. Bureau of the Census, based on one of these factors: language, surname or by origin, have numerous inadequacies causing people of Spanish speaking origin to be underrepresented. It is important to consider some of these inadequacies which may result in serious undercounts, and factors which explain the rapidly increasing population of Mexicano/Chicanos in the United States. Unfortunately, the U.S. Bureau of the Census does not count Mexicans who come to the United States without legal permission. Every month, thousands of Mexicans cross the border into the United States. It is estimated that some forty percent (40%) of these people from Mexico remain in the United States.⁴ Another important factor

Table 1. POPULATION OF SPANISH ORIGIN BY TYPE OF SPANISH ORIGIN FOR THE
UNITED STATES: MARCH 1976

(Numbers in thousands)

Type of Spanish origin	Number	Percent	Confidence interval ¹ (One standard error)	
			Number	Percent
Total, Spanish origin	11,117	100.0	10,811 to 11,423	(X)
Mexican	6,590	59.3	6,352 to 6,828	57.9 to 60.7
Puerto Rican	1,753	15.8	1,629 to 1,877	14.8 to 16.8
Cuban	687	6.2	609 to 765	5.5 to 6.9
Central or South American	752	6.8	670 to 834	6.1 to 7.5
Other Spanish	1,335	12.0	1,226 to 1,444	11.1 to 12.9

X Not applicable.

¹ Estimates in this table are based on sample data and hence are subject to sampling error. If a census were conducted, the chances are about 68 out of 100 that the census result would be contained in the one-standard error interval given in this table.

which must be considered is the high fertility rate of the Mexican/Chicano population. The average family unit size of this population group is larger than either the Anglo or Black family. Furthermore, the Mexican/Chicano population is a very young one with a median age of 19 years as compared to 29 for the larger society.⁵ This represents a crucial and compelling phenomenon which deserves the attention of the library profession. As the larger society begins to grow older and approach zero population growth, the Spanish speaking population is a younger and faster growing one. It should also be stressed that Spanish is the second most often spoken language in the United States is somewhat obvious, and is the principal language for commerce in certain parts of the country and Puerto Rico. Finally, the Spanish speaking population in the United States and Puerto Rico is not only the second largest minority group, but the fastest growing one!

The Mexicano/Chicano population, although it is spread throughout the United States, is mostly concentrated in the Southwestern states of Arizona, California, Colorado, New Mexico, and Texas. However, large and growing Mexicano/Chicano populations are easily identifiable in Kansas, in Illinois, in Michigan, and in Ohio. This population group is also moving into Utah, Oregon and Washington states. The Puerto Rican population is also represented in a number of geographical areas across the United States, with major concentrations along the Atlantic Seaboard and the Midwest. Unfortunately, the rapid growth of the Spanish speaking population across the United States has not been seriously considered by the policy makers,

planners and decision makers of the library profession.

LIBRARIES AND THE SPANISH SPEAKING

The literature generated in the area of library services for the Spanish speaking communities in the United States and Puerto Rico is replete with personal observations and opinions rather than scientific research. The body of the library literature has helped very little to define the problem(s) or to aid in designing alternatives for libraries and information services for the Spanish speaking population. Systematic research efforts in this field are the only viable approaches to evaluate present services, or the lack of same, and to develop new alternatives for this important population sector.

Most members of the Spanish speaking community generally have access to only the most inadequate library and information services. This statement is, in far too many areas, a truism. Among the factors accounting for poor library services to this community are: deficient collections; inadequate staffing patterns and underutilization of professional manpower; significantly low recruitment of students from this population group to library schools; a lack of adequate bibliographic control; and a lack of administrative sensitivities and responsive mechanisms.

We have identified and differentiated among patterned groups of information functions and models which have sought to improve library and information services for the Spanish speaking community. For this particular study, these functions and models will be

treated as a system--the Spanish speaking library and information services system. In order to meet the challenge of better services for this community, we will formulate this system as an alternative to the more traditional library services models. From personal research as well as that reported in the literature we will present a broad analysis of factors contributing to the low level of effectiveness of library and information services for the Spanish speaking community. A general characterization of library services will be presented herein. Areas such as the utilization of human resources, manpower training efforts and recruitment of human resources into professional schools will constitute the focus of the discussion. Finally, this piece will offer an interpretation of the present conditions of library services to the Spanish speaking population in the United States and Puerto Rico.

Included in our discussion is a description of the approach used to gather and analyze the secondary data presented by the literature in this field; an identification of variables influencing the present conditions of library and information services to this significant population sector; and a theoretical perspective from which to analyze and conduct further study and research in the field of librarianship.

CHARACTERIZATION OF THE ENVIRONMENT

The study of libraries and library services, as well as that of other service organizations, can be greatly enhanced by

characterizing the environmental context in which they operate. This approach is especially relevant when one considers that libraries must continuously adapt to the demands of new client groups, technological change, economic fluctuations, and new socio-political conditions.

In our search for a valid form of general characterization of library services to the Spanish speaking population we have used system thinking as an approach to the problem.⁷ Open system approach, a form of analysis of the total system, reveals properties and relationships that characterize the environment of library services to the Spanish speaking.

Von Bertalanffy initiated a new conceptual framework for the study of organizations and other systems. In his paradigm, the emphasis for investigation was transferred from the inner processes of organizations to the study of relationships existing between organizations and their environment.⁸ The behavior of libraries as organizations has to be analyzed with regard to the agents and factors in the environment, such as the labor market, demographic distribution and characteristics, educational institutions, local government, and the market system. Sommerhoff has further proposed that the heteronomous process in the environment affects the boundary conditions and the inner processes of the system.⁹ This suggests that an open system approach to library services for the Spanish speaking and their relevant environmental context must begin with the specification of the exchange processes and end with an adequate characterization of the environment as it relates to libraries, and other agents or agencies serving this client group.

We decided, for the sake of clarity, to reverse the description suggested by Sommerhoff and begin instead with a description of the system as it relates to its environment and to conclude with a general characterization of exchanges between the system and its environment. However, it must be clearly understood that often the paucity, degree, content and form of these exchanges come to determine the nature, viability, and conditions of the system and its immediate environment. For example, the degree and nature of the exchanges between libraries and Spanish speaking users are bound to determine future exchanges and the environment of both entities. A Spanish speaking community group may interact with libraries as a user, vendor, or supplier of materials and equipment, employer, decision maker, and financier (tax payer). This community's publishing output may also be the focus of the library's collection development efforts. The frequency of these various exchanges generates an interrelationship between the two, the library system and this community, in the same manner that the opposite, the absence of exchanges, impairs the formation of any relationship. This latter case certainly is bound to generate lack of responsiveness and apathy between systems, thus creating the conditions for a hostile environment.

Emery contends that not all environmental processes and factors are equally relevant to any particular system or class of systems, and that environmental analysis must be approached with the fair understanding of the complexity and the incommensurateness of the environmental context. These limitations have

been kept in mind.¹⁰

Various degrees of interconnectedness between libraries and the systems in the environments have been assumed.¹¹ This approach will be limited, however, to the analysis of proximity and the frequency of the exchanges between the libraries, library training and manpower utilization and the Spanish speaking community.

CONCEPTUAL MODELS OF LIBRARY AND INFORMATION SERVICES FOR THE SPANISH SPEAKING

A close examination of the literature in this field suggests sporadic attempts to develop various, and often unrelated, models to serve the Spanish speaking population.¹² The literature produced by librarians from both the larger and the Spanish speaking communities recommends various models to improve the present virtual inaccessibility of information. Some models are designed to serve the Spanish speaking community in general, as well as specific target groups within it. Other models attempt to provide basic mechanisms to improve the larger library systems by changes at employment levels and to facilitate more extensive recruitment of Spanish speaking students to library schools. The models generated will be evaluated according to an open system approach. Critical to the review of the various models is a precise method for approaching the issue in question. All too often, problem definition, alternative strategies and mechanisms to overcome conceptual blocks may be lacking. Within this process, Adams' work on conceptual blockbusting is a significant guide.¹³

PUBLIC LIBRARY SERVICES AND COMMUNITY SERVICE ORIENTATED MODELS

The literature written by the few Spanish speaking librarians involved in the delivery of library services reveals a deep concern for the deficient levels of information transfer to and public services of large public library systems for the community. An early survey by a co-author, Roberto P. Haro, attempted to determine the attitude of Spanish speaking people toward libraries.¹⁴ His research study was conducted in East Los Angeles and Sacramento, California, during late 1967, 1968 and early 1969. Approximately six hundred people in these urban concentrations were interviewed. Of those interviewed, 59 percent spoke and read English sufficiently to utilize English language materials; 65 percent had never used anything but a school library; 89 percent of those interviewed said that they would utilize their neighborhood libraries if Spanish were spoken and Spanish language materials were available. Haro concluded that the attitudes of some sectors of the Spanish speaking community toward libraries are a reflection of their lack of participation in developing library policies. As a result of this study, numerous questions were raised about the traditional models of library service and their applicability to the Spanish speaking community.

Service intensive models--those which stress the utilization of resources at the point of delivery of information--are being implemented in several places where Spanish speaking urban concentrations exist. Some models are characterized by easy access to information by telephone. Other models attempt to bring library

services to the community in the form of outreach programs, undertaken in addition to, or in place of, ordinary library services, with the purpose of reaching or serving presently unserved population sectors.¹⁵

A concept frequently used in the area of intensive service models is that of the telephone information center. Modeled on the Reading and Study Center of the Chicano Public Library, it is being implemented in Pilsen, Chicago. Other library programs, such as those established by a community based organization, the Centro de la Causa, attempt to provide reference services, information concerning employment, medical care, and similar services.¹⁶ The above program also provides bilingual reading and media services. The staff consists of Spanish speaking reference librarians.

The difficulties experienced by outreach models in Los Angeles have been discussed by Nelly Fernandez. The models were based on the assumption that if Spanish speaking users did not come to the library, the library and its spectrum of services had to be taken to them. Fernandez saw the economic limitations of this approach, as well as manpower constraints, and a hesitation on the part of the institution to support these efforts. She stressed the lack of bilingual and bicultural librarians, and the reluctance of administrators to support innovative programs as important factors negatively affecting the performance of this model.¹⁷

Attempts to minimize the limitations of outreach programs have been discussed by Joe Salazar and Daniel Duran.¹⁸ Duran proposed

the concept of the multimedia mobile unit, a model based upon audio visual services (non-book materials), reference and practical information, media programs, and "whatever a traditional library cannot do." Salazar advocates a hybrid model emphasizing the role that the library must play in the community. He contends that the public library has a dual role of representing the larger society and the Spanish speaking community. To this should be added a need for socio-cultural inter-facing. Librarians may be used as cultural buffers, and to bridge, to some degree, the cultural and language gaps between the different cultures, for example, the Mexicano/Chicano and the Anglo cultures. Salazar asserts that the library should provide a wide range of services to the community, such as instructional and tutorial projects, bilingual programs, and transportation. In addition, he recommends the hiring of Spanish speaking people at professional and supportive levels. Many similar outreach programs have been developed in most cities with substantial Spanish speaking populations,¹⁹ such as Los Angeles, California; Chicago, Illinois; and El Paso, Texas.

Julia Orozco, a Spanish speaking librarian in Los Angeles, contends in an article entitled "Public Library Services in the Barrio," that public library services to the Spanish speaking population may be improved by effecting changes at the collection development, staffing, and services levels.²⁰ She suggests policy changes at the collection development level by forming an adequate bilingual collection of materials tuned to the culture of the clients and potential users. She proposes the development of

a bilingual and bicultural staff in the public libraries and adequate and meaningful services. Along these lines, other alternatives emphasize a change of collection development policies in order to increase the acquisition of Spanish language materials.²¹

Library services to the heterogenous Spanish speaking population in cross-cultural border towns are the object of study by Roberto P. Haro.²² The study discusses library services to cross-cultural users of the Public Library of El Paso, Texas. The role of the public library in this context is to preserve and disperse culture, and in addition, to provide cultural identifiers for the users. By adopting adequate policies concerning staffing, resources, services and physical location, this role has been successful.

Haro attributes the library's success to a bicultural and bilingual staff. He contends that the bibliographic resources developed through proper 'want lists' were tuned to community needs. Services were the result of rigorous programming of bilingual reference services and liberal book circulation policies. Haro also contends that the physical location of the library, the proximity to the border and to heavy traffic, contributed to the greater utilization of services. This factor provides insight into an important variable, generally ignored in the field, affecting the level of performance of library services.²³ Outreach programs, for instance, have been in great measure implemented through bookmobiles and other library services attempting to compensate for the geographical distance between the library

and its users. Finally, Haro indicates that the cross-cultural interaction and possible development of a third culture is a phenomenon which occurs at other library settings remote from the border.

Two other models, "La Biblioteca Latinoamericana," in Oakland, California, and the Model Cities Library in Albuquerque, New Mexico, are unique alternatives based on intensive service at the circulation level. The Model Cities Library, located in the center of Albuquerque, serves five barrios. The composition of the users in the five areas is roughly 75 percent Spanish speaking. The collection consists of adult and children's materials, and an audio-visual collection. More than half of the staff is Spanish speaking and lives in these barrios. This library offers "specialized services" promoting an intensive interaction with the users and cultural programs.²⁴ Although weak at the technical services level, due to uncatalogued holdings and poor circulation strategies which have resulted in heavy loss of materials in the past, the library seems to have succeeded in attracting clients who, traditionally, were non-users.²⁵

The oldest model of specialized service dating back to the mid-1960's is the Biblioteca Latinoamericana, now located in the modern Hispanic Unity Council Building, dedicated in 1976, in the heart of the Oakland, California's Spanish speaking community. The Oakland Public Library's Latin American Project was originally designed to serve a local Spanish speaking community of 40,000 people. Like the Model Cities Library in Albuquerque, it has

relaxed circulation procedures--no fines are charged--and provides personalized services to its users. The staff is also bilingual and bicultural. The library provides a unique bilingual and bicultural collection tuned to the needs of the community. It offers cultural programs, such as Spanish language story hours, facilities for town meetings, and exhibits.²⁶ The library was originally established as a storefront and as a model program with the support of the California State Library. It was moved from its original site to another older structure, but its clients followed it and continued to patronize it heavily. In its current, modern facility, it is an important element in a multiple services center designed for the Spanish speaking community.

In order to meet community needs, Spanish speaking librarians have proposed, in addition to the models described above, measures to change and improve collection development policies, staffing patterns and the development of service programming levels. These range from regular services to functions of liaison between the larger society and the Spanish speaking community.²⁷ The literature in the field, from both the larger society and the Spanish speaking communities, cites the deep apathy the Spanish speaking community harbors toward libraries. This apathy is blamed mostly on the lack of participation in the policy and decision making of libraries.

Among the wide range of models to improve public library services to the Spanish speaking, the development of a germane indexing system to maximize access to information by or about the Spanish speaking community has been mostly ignored. A very low

priority has been given to adequate indexing and the development of subject headings appropriate to the Spanish speaking groups in the United States and Puerto Rico. In this regard, most librarians have never questioned the present access routes to information which are both culturally and sexually biased. It has been assumed that a bilingual collection served by a bilingual staff and addressed to a predominantly Spanish speaking group of users will perform efficiently with a strict English language subject indexing system.²⁸ Not only does the traditional model encourage a unicultural approach to knowledge and information, it is economically inefficient. That most of these models require intensive services and staff support to increase the access to information at the delivery stage disproves the above assumption. A more efficient use of library resources can be achieved by more adequate indexing than is currently available, since direct access to the collection by the users would economize staff time. Intensive services at the output level have come to compensate for the inadequacies of indexing systems utilized by most of those collections. Libraries will soon come to the realization that greater savings will be generated by the use of germane bilingual or Spanish language subject indexing systems. The Alameda County Library in Northern California is currently engaged in the development of Spanish language subject headings based on a scheme called La Lista de Encabezamientos.

The models discussed above have been applied with slight differences throughout the United States. The slight degree of difference in each case reflects response to local needs. Very

little statistical data have been released covering the implementation of these previous works, impairing the evaluation of their overall performance. There is a genuine need for rigorous scientific research to describe and analyze these models in their various environments.

LIBRARY AND INFORMATION SERVICES TO THE SPANISH SPEAKING ACADEMIC COMMUNITY

Library services to the Spanish speaking academic community has been characterized by the high priority given to these services by college students. Haro reports in his survey that Mexicano/Chicano students from all sectors and ideologies were equally "willing to discuss libraries and library materials for Mexicanos/Chicanos ..."²⁹ The low interest in libraries attributed to community users is in marked contrast to the high priority that students give to library services at the college level. In Haro's survey, seventy percent of the students interviewed believed in the need for library-use training programs and for special library resources in the field of ethnic studies.³⁰

The response of academic libraries to minority students seems to fall into two basic groups. A representative opinion of one group contends that academic libraries are being challenged by new kinds of students from disadvantaged areas whose life styles have been devoid of books, reading and libraries.³¹ A reallocation of professional human resources to satisfy this demand is suggested. This reallocation implies a transfer of resources from areas of

tangible returns stemming from traditional clientele groups to "high risk students." Also recommended is utilization of "empathetic" librarians who could contribute to a process of adaptation of the individual student to academic life."³²

Programs to increase the acquisition of materials and provide for a more equitable reallocation of resources than is presently the case have been suggested. Although a high number of applicable books is essential to a hospitable learning environment, it is necessary "to acquire and utilize non-book media which will contribute significantly to the education of disadvantaged students." The contention is that non-readers will not be penalized in libraries well stocked with non-print materials.³³

The representative view of the first group may be summarized as follows: first, the problem of academic library services to the Spanish speaking student population stems from this group's unique characteristics. Second, the most significant characteristic of this student group is not their culture, but rather their low reading level, low library use, and low academic performance. Third, following the assumptions made, the problem is perceived at the user's level. Consequently, the solution from the supplier of the services, suggests a formula of adaptation by the users to the suppliers' requirements and conditions. Fourth, the changes proposed by this view at the supplier level are concerned with materials and resources. These changes are limited to the format (or medium) of these materials and resources. No changes are recommended concerning

the messages conveyed by these materials. Materials in tune with the culture and values of these students are excluded from the analysis and the solution.

The second group of writers who analyze the claims of Spanish speaking students sees the need for important changes at the supplier level to satisfy the requirements. This group contends that the academic library should develop print and non-print resources to support teaching and research on ethnic topics. Second, the library should devise a self-directed program designed to substantially increase the utilization of the library by this group. Third, incorporate Spanish speaking students, faculty, and library staff in the development of a library collection tuned to their needs.³⁴

The concept of the ethnic library has emerged in the academic milieu as an alternative to meet the needs of Spanish speaking and other minority students. There are a number of different "ethnic library" models. Some are physically separated from the main university libraries while others are subject specialized collections of materials within the academic library. Other models involve basic changes whereby special effort is made to develop unique resources as well as change the staffing patterns addressed to hiring subject specialists, bilingual and bicultural librarians. Other models are autonomous administrative units from the university or college libraries and are directly under ethnic studies departments or organized research units.³⁵

The objective of the latter model discussed above is to improve the bibliographic infrastructure and develop basic resources

concerning the Spanish speaking community.³⁶ Its primary objective, greatly influenced by the academic setting, is to create a multidisciplinary core collection of materials to support the study and teaching or and research on the experience of the Spanish speaking people in the United States. In addition, these specialized libraries are influenced by the long range development of ethnic studies programs with reference to their degree, research programs and interests. Furthermore, some of these models perform important functions of bibliographic research and control designed to develop an adequate body of resources attuned to increasing demands in this field.

Closely related to the development of ethnic core collections is the manner in which these collections are publicized. Richard D. Woods has pointed out the weaknesses affecting most catalogs of Mexicano/Chicano studies holdings prepared by libraries as guides to their collection(s). Woods' critique and proposed recommendations focus on bibliographic standards. However, it should not be ruled out that often these guides to library collections reflect poor collection development efforts and the lack of specialized professional expertise in these libraries. Woods also fails to see the interactive relationship between the literature of ethnic minorities in the United States that often identified, through contrast and comparison, forms of colonialism, nativism, oppression and racism which Asian Americans, Blacks, Chicanos, and Native Americans have experienced.³⁷

Academic librarians have two basic suggestions that would maximize the utilization of libraries by minority student populations.

The first, a supplier-oriented view, proposes formulas to ultimately adapt the student to the traditional library services. The second, a user oriented view, calls for changes in the library to respond to the claims of this new client group. Both suggestions lack recommendations concerning indexing.

The literature concerning academic library services, like that concerning public library services, overlooks the importance of adequate indexing to improve services to the Spanish speaking student population. The problem of indexing in public libraries seems to be in the user's choice of language. Public libraries in these communities face clients who often neither speak nor read English. The use of an English language indexing system often results in a sub-optimal subject approach to information. Bilingual librarians palliate the impact of this contradiction by operating as translators and cultural "trouble shooters." This is an expensive and inefficient use of library manpower. Furthermore, it breeds dependency because it forces the student users to rely on the library staff to locate information rather than to develop independent access skills to library and information sources. Research is necessary to investigate this problem and to determine user preference of language for their indexing needs.

The problem of indexing in academic libraries is not as clear cut as in public libraries. Librarians assume that the English speaking minority student does not need a special indexing system attuned to culture and native language. Such an assumption can be a misleading one and lead to future conflicts and problems.

The most significant indexing problem is in the respective disciplines of ethnic studies. Adequate concept indexing in this sense requires the organization of subjects according to proper concepts within the framework of a basic discipline. The most dramatic example of this concept indexing problem is that faced by Mexicano/Chicanos and their historians who are trying to re-affirm a new periodization of Mexicano/Chicano history distinct from traditional American history.

Libraries must consider alternatives presented earlier in this piece as ways to temporarily minimize the negative impacts stemming from poor collections of library materials, inadequate indexing, and limited value reference and collection development tools so that they may improve their services to the Spanish speaking population. Libraries are public service institutions established to "allow for the expression of a diversity of preferences" among social groups, to make expenditures with references to consumer utility, and to oversee that members of the community within the jurisdiction of the library derive separable benefits of a sufficient magnitude to cover the costs of membership. In other words, libraries, like other bureaucratic decision making agencies providing a public service, cannot disregard the excessive cost for some social groups. Library services may be subject to "serious erosion and degradation under conditions of changing demands." In the absence of a capability to respond with modified supply schedules and regulations for use, library services, instead of a public good, may become a "public bad" for certain groups.³⁸ Bureaucratic efficiency in the absence of consumer utility is without economic meaning. The concept of library efficiency in the absence of users' satisfaction should be questioned.

EMPLOYMENT OF HUMAN RESOURCES

Important sectors of the professional community have identified discriminatory practices and racism as the major issues affecting library services to the Spanish speaking community. It is not surprising, therefore, that efforts are being devoted to reversing the present unbalanced representation of professional minority group members in libraries.

The equal Employment Opportunity Act of 1972 prohibits discrimination in employment practices by race, color, religion, sex or national origin. It covers all academic and school libraries and most public libraries related to local government. This Act created the Equal Employment Opportunity Commission (EEOC) to develop the guidelines for its implementation. Discrimination in employment practices, according to a report of the Library Administration Division, American Library Association, may begin in the recruiting process.³⁹ Methods that traditionally have excluded Spanish speaking librarians from either employment or promotion may be found illegal.

In *Griggs vs. Duke Power Co.*, 401 U.S. 424, 1971, the Supreme Court considered the problem of discrimination derived from selection criteria based on educational requirements and pre-employment testing.⁴⁰ The Court established that such criteria cannot be used if it tends to discriminate against certain groups of people.

Affirmative Action, created as a mechanism with the Amended Executive Order 11245, requires institutions with federal contracts and subcontracts to present evidence of nondiscrimination in em-

ployment practices, and involves economic penalties. Spanish speaking librarians agree, however, that Affirmative Action in libraries has proved ineffective.

Lack of tangible success within the Affirmative Action process is evident in some large libraries. The San Francisco Public Library, for instance, has been charged with not searching aggressively for minority applicants, and for its biased and irrelevant pre-employment testing.⁴¹ The Library of Congress has established an Equal Opportunity Plan and Affirmative Action Program to comply with the law and has announced the creation of the position of Assistant Director of Equality Programs in the Library of Congress' personnel office.⁴² So far, very little has resulted to change the ethnic composition of that Library's staff.

The requirements within the E.E.O. Act of 1972 and Affirmative Action are slowly being implemented. Unfortunately, the process is slow and often nothing more than cosmetic. In addition, opposition to Affirmative Action in libraries is both overt and covert. In the Los Angeles County Library System, staff members filed a complaint of "reverse discrimination" involving the appointment of two minority women. The staff members complained that the two minority appointees had not achieved the highest scores in the principal librarian's examination. However, records indicate that this examination has been bypassed by the county when using a system of "selective certification" to obtain personnel, particularly at the higher ranks. The examinations themselves have been under heavy criticism in the past.⁴³

In the academic libraries of the Southwest, the lack of Mexicano/Chicano librarians above the entry levels is disappointing and smacks of colonialism. Numerous highly qualified Mexicano/

Chicano librarians are systematically passed over in favor of academic librarians from other parts of the country who do not appreciate or understand the size and growth in numbers of the Spanish speaking at colleges and universities in the Southwest. It is almost a disgrace that long range planning and policy making for library services at local campuses, in statewide systems, and in developing consortia and networks is occurring without Mexicano/Chicano input in this region of the United States.

Racial balance in the various library systems will require a great deal more than the E.E.O. Act of 1972 and Affirmative Action. Spanish speaking librarians are disappointed with the ineffective and insignificant implementation of the law. Law suits and political action may be necessary to correct underrepresentation of the Spanish speaking in libraries of all types and at all levels in the future.

MANPOWER TRAINING AND RECRUITMENT IN LIBRARY SCHOOLS

The difficulties encountered in developing effective library services for the Spanish speaking community are many. One aspect of the problem is the failure of the library schools in the United States to develop appropriate courses within their curricula that address the library and informational needs of these communities. Arnulfo D. Trejo has written several important articles on this topic and has developed a model curriculum and resource guides for Mexicano/Chicano students.⁴⁴ A major problem in this area is the limited effort by professional schools to recruit minority applicants. Part of this problem is the negative information circulating among

minorities about difficulties that ethnic librarians encounter in finding jobs as librarians, and in securing promotions. A survey by the American Library Association, in 1972, revealed a limited increase in minority representation in accredited library education programs. This survey reported an enrollment of 18 Spanish speaking students and 156 Black students. This number of Spanish speaking students represented an increase of eight (8) new enrollments as compared to 1969.⁴⁵ However, despite the small number of minority students, 18 schools reported "active minority recruitment programs."⁴⁶

The small number of Spanish speaking librarians graduating from the various schools cannot be fully appreciated without assessing the number of professional librarians in the United States as a whole. The U.S. Office of Education's study of library manpower and library science degrees awarded indicated a total of 61,200 full-time and full-time equivalents of part-time professional librarians for 1960, and 97,420 for 1970.⁴⁷ The number of library science degrees to be awarded between 1969-1970 were projected at 7,810 and at 8,700 for 1970 and 1971 respectively. The number of Spanish speaking librarians is insignificant compared to the overall human resources in the field of library science. Rough estimates of the size of the professional pool compared to the population provide a rough equivalent of one librarian per 40,000.⁴⁸

A nationwide survey conducted in 1973-74 indicated that 38 master degrees in library science were awarded to Spanish surnamed students by non-accredited programs, and 61 degrees by accredited

programs. This is a minimal 1.37 percent of the total number of 7,221 graduates for that period.⁴⁹ Statistical data points out two basic facts: first, one of every one-hundred library graduates is Spanish surnamed, or seven of every five-hundred is Spanish surnamed. Second, the professional pool of Spanish speaking librarians is increasing at a lower rate than professional library manpower as a whole. Furthermore, in 1973-1974, only 62 percent of Spanish speaking students enrolled in library schools graduated from accredited programs.⁵⁰

From an analysis of library science manpower statistics, the issue can be formulated thus: "what are the policy alternatives available to insure a balanced Spanish speaking representation in library manpower for the next decade?" Efforts have been directed at minimizing the high costs of the underutilization of Spanish speaking manpower. The Illinois State Library funded the Illinois Minority Manpower Pilot Project with the support of the minority community in the Chicago area.⁵¹ Scholarship recipients began their graduate library educational training in January 1973.

Other small efforts have been attempted to correct the existing underrepresentation of Spanish speaking and other minorities in the library profession. The National Minority Referral Network established by the Office for Library Personnel Resources of the American Library Association is designed to assist graduate library school programs in identifying qualified minority students interested in pursuing library careers.⁵² Other minority recruitment programs have been reported in the School of Library Science at the

University of Michigan⁵³ and Columbia University.⁵⁴

The Graduate Institute for Mexican American Library Science at California State University, Fullerton, made a significant effort to train and prepare Spanish speaking librarians through the use of special curriculum and with a faculty of experienced community professionals. This Institute was developed as a graduate program to improve librarianship and specialized library services for the Spanish speaking throughout the United States. Fifty students were graduated from this program by the end of 1975, more than doubling the number of Mexicano/Chicano librarians.

At the University of Arizona's Graduate Library School, Dr. Arnulfo Trejo established the Graduate Library Institute for Spanish Speaking Americans (GLISA), between 1975 and 1976. The Institute was refunded for 1977-1978, but with a smaller number of students. With federal funds from the U.S. Office of Education, fifteen (15) Spanish speaking students from across the United States were recruited and prepared for careers as librarians in this highly innovative program attached to the accredited library school at the University of Arizon. While the curriculum was innovative in certain areas, there was a conscious attempt to blend it with the schools regular courses and thereby encourage all students to consider GLISA developed courses. Even though the GLISA program remains a success and a viable model for other library schools to emulate, only fifteen Spanish speaking librarians were added to the bilingual pool of professionals.

The underutilization of human resources and the insignificant recruitment of Mexicano/Chicanos and other Spanish speaking students into the library schools has had a definite influence on the underdevelopment of library services to these groups. The Spanish speaking community does not have an institutional mechanism available to transfer and pass-on knowledge and conduct research in this critical area of librarianship. Unfortunately, a precious few practitioners and academic are available to investigate the library and informational problems of the Spanish speaking and make positive recommendations. We are too few, and too far between.

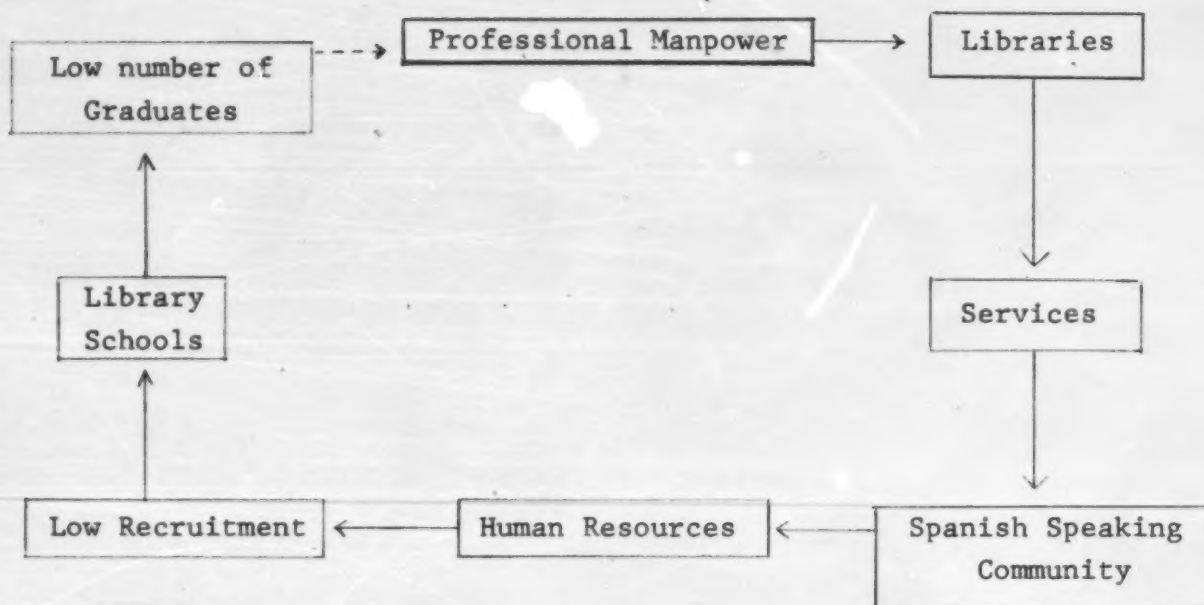
CONCLUSION

Social systems, individuals, and in general, the agents involved in the provision of library and information services to the Spanish speaking are situated, paraphrasing F. E. Emery and E. L. Trist, in a "sub-optimal location." They are faced with an unparalleled task to adapt, survive, and grow.

Library schools' extremely low enrollment and poor recruitment record of Spanish speaking students is bound to affect the numbers of Spanish speaking graduates and the size of the professional pool from which libraries draw their human resources.

This situation is graphically illustrated below:

CHART NO. 1
Manpower Training



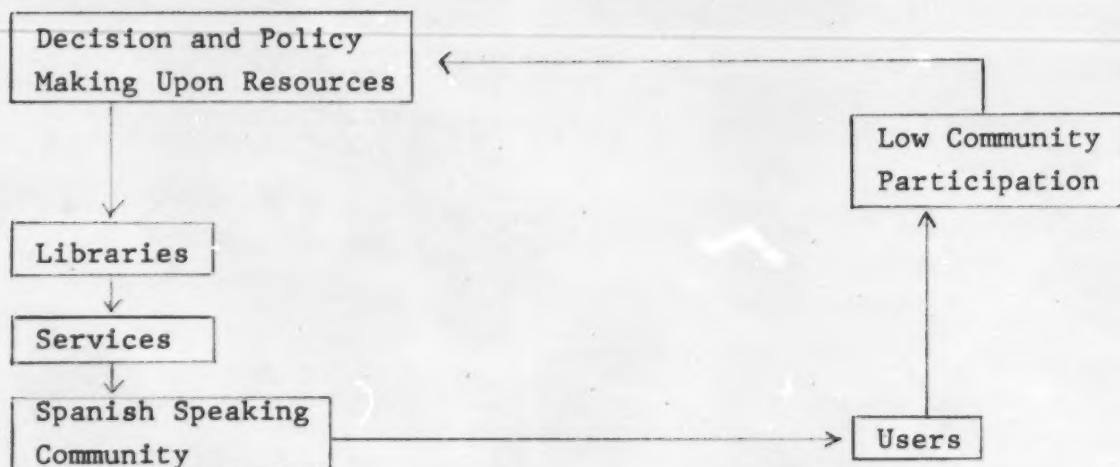
The staffing pattern for Spanish speaking professionals is to hire librarians at a very low level on the scale, and to entrust them with few, or no, decision or policy making responsibilities. This has inhibited changes in libraries and has contributed to the continuing lack of responsiveness toward the Spanish speaking. Furthermore, these librarians and their respective communities are presented with false expectations that eventually result in frustration and conflict between the various actions and agencies involved.

Community user groups who are the beneficiaries of library services often do not have significant participation in the collection development policies and the distribution of benefits

stemming from the allocation of library resources. Their role is limited to a passive involvement at the output level, as occasional users. The community, more often than not, does not participate as decision makers. Ineffective recruitment of minority staff and, when this occurs, the recruitment of Spanish speaking librarians in positions deprived of decision making and policy formulation functions leaves this community without effective participation in the allocation of library revenues. This situation is illustrated in the flow chart below:

CHART NO. 2

Community Participation in Libraries



The larger environment of most libraries servicing the Spanish speaking population shares salient characteristics of the "disturbed-reactive" and "turbulent fields" environments described by F. E. Emery and E. L. Trist. It shares the main characteristics of the "disturbed-reactive" environment, that is, the existence of a multiplicity of organizations of the same kind competing for the limited resources and constituency. A serious limitation common to

most Spanish speaking communities is their lack of regular input in either the policy making or decision making bodies responsible for the delivery of services within their respective environments.

Most library services expressly created to serve the Spanish speaking community, such as outreach programs and small ethnic libraries in the academic setting, have generally been unsuccessful in obtaining a regular share of the local resources allocated to library services to accomplish their objectives. Significant numbers of these special libraries are programs financed with short lived funds from foundations or the federal government. Programs of this nature are temporal, periodically created and terminated, and ultimately impede the development of stable and viable organizations. Community outreach programs established with LSCA funds to service Spanish speaking communities vanish with the federal money, leaving the residents without library services and a sense of despair. Gary English addressed this problem when he stated that one of the major problems associated with maintaining community action programs is that of fluctuating appropriations. He goes on to state that most operating programs barely touch the vast need.⁵⁵ Without continuing administrative support, and the decision of the institution to absorb all or part of the features of an innovative community oriented library service program for the Spanish speaking, very little will change.

The objectives of library systems seem to be ultimately defined according to their ability to meet the challenge to deliver adequate library and information services to the Spanish speaking

communities. Emery and Trist suggest that the conditions of the environment indicate that stability can be achieved only through bargaining between competitors. Although the theoretical framework of the thinking of Emery and Trist concerning their typology of the environment seems to be drawn mainly from a market system experience, the present analysis of the environmental context of the libraries serving the Spanish speaking populations seems to confirm this point. In addition, it must be considered that greater specialization of the systems serving the community, than is presently the case, may ultimately become an asset, and this may eventually make the difference in their survival. In other words, if a greater specialization is attained in serving the Spanish speaking community, it may allow these systems to benefit from the principle of comparative advantages, and finally, to predominate in the environment concerning their specialized services. Certainly these objectives are hard to achieve for libraries created as programs with a limited life span.

We consider it important to re-formulate some basic questions concerning the underlying factors affecting the environment, particularly if positive changes are to take place and progress is to be achieved. Will the systems and agents involved be given the time necessary to develop viable alternative types of library and information services to this community? Will the manpower development system in charge of preparing and adequately training a body of professionals succeed in developing a pool of practitioners and administrators who are sensitive and competent to serve the Spanish speaking? And, will the Spanish speaking manpower be

trained and developed to assume positions of responsibility to make a net positive impact to improve the present library services to the Spanish speaking community? Will libraries with specialized resources for Spanish speaking client groups be allowed the resources necessary to gradually develop their services to their special clientele, long forgotten by most libraries?

Organizational interdependence has extended beyond mere library activities and will eventually reach public regulation and legislation. The efforts for improvement of library and information services to the Spanish speaking community will be, without a doubt, extended to the political arena. This new dimension, coupled with increase citizen participation, will certainly be followed by a substantial increase of the relevant uncertainty characteristic of the Emery and Trist's "turbulent fields."

There are multiple problems related to the provision of library and information services to the Spanish speaking community. These problems, as we have seen, vary in nature and in their degree of complexity. Furthermore, the body of thinking and writing which addresses itself to these problems has not had a clear impact on subsequent thinking, practice, and research in this area. More specifically, a basic theory has yet to be developed, focusing on the study of the structures, functioning, performance of organizations and the behavior of groups and individuals engaged in the provision and usage of information services to this community.

REFERENCES

- ¹Jon Michael Suter. The Responses of academic librarians in the Southwest to Mexican American undergraduates. Doctoral Dissertation. Indiana University, 1973. pp. 1-15.
- ²U.S. Bureau of the Census. Persons of Spanish Origin in the United States: March 1976. Advance Report. Series P. 20, No. 302, November, 1976, p. 3.
- ³Ibid.
- ⁴Personal interview with Mr. Frank Del Olmo, Staff Writer, Los Angeles Times, 7 May 1975, Los Angeles, CA.
- ⁵U.S. Bureau of the Census. Statistical Abstract of the United States: 1976. (97th edition) Washington, D.C., 1976. pp. 25, and 34.
- ⁶U.S. Bureau of the Census. Persons of Spanish Origin ... op. cit. p. 7.
- ⁷Charles W. Churchman. The Systems Approach, (New York: Delacorte Press, 1968), p. 77.
- ⁸Ludwig Von Bertalanffy. General Systems Theory. Revised edition. (New York: George Brazillier, 1968), pp. 30-52, 66, 139-153.
- ⁹G. Sommerhoff, "The Abstract Characteristics of Living Systems," in Systems Thinking, F. E. Emery, (Middlesex, England: Penguin Books, 1968), pp. 147-202.
- ¹⁰F. E. Emery, Systems Thinking, op. cit., pp. 203-204.
- ¹¹W. R. Ashby, "Adaptation in the Multistable Systems," in Systems Thinking, F. E. Emery, op. cit., pp. 230-240.
- ¹²An example is the October 1971 issue of Library Trends, entitled "Library Programs and Services to the Disadvantaged," edited by Helen H. Lyman, (vol. 20, no. 2), in which various articles and models were presented and discussed.
- ¹³James L. Adams, Conceptual Blockbusting, (San Francisco: W. H. Freeman and Company, 1974). Another highly valid book of this type is The Design of Inquiring Systems: Basic Concepts of Systems and Organization, by C. W. Churchman, (New York: Basic Books, 1971).
- ¹⁴Roberto P. Haro, "How Mexican Americans View Libraries," Wilson Library Bulletin, March 1970.
- ¹⁵Roberto P. Haro, "Bicultural and Bilingual Americans: A Need for Understanding," Library Trends, vol. 20, no. 2 (October, 1971), pp. 256-270.
- ¹⁶"Chicano Information Center Set Up In Chicago," Library Journal, 98, (October 15, 1973), p. 2956.
- ¹⁷Nelly Fernandez, "Outreach Program for Chicanos," California Librarian, vol. 34, no. 1, (January, 1973).
- ¹⁸California Librarian, op. cit.

- ¹⁹ "Spanish Outreach Programs," Library Journal, 96, (November 15, 1973), p. 3337.
- ²⁰ "Chicano Library Service," California Librarian, vol. 34, no. 1, (January, 1973).
- ²¹ C. Bristow, "Esta Es Su Biblioteca: Project Libros at Lorain Public Library," Ohio Library Association Bulletin, 43, (April, 1973), pp. 13-15.
- ²² Roberto P. Haro, "Libraries on the Border," California Librarian, vol. 34, no. 1, (January, 1973).
- ²³ Shaughnessy, Thomas W. The influence of distance and travel-time on central library use. Ph.D. dissertation. New Brunswick, New Jersey: Rutgers University, 1970. Dr. Shaughnessy's dissertation is certainly an important work exploring the correlation between distance and library use. Although the results of his study may seem inconclusive, the variables identified and the methodology employed will prove to be of great value to the profession. Dr. Shaughnessy concluded that the location of the central libraries studied lessen distinct gaps with respect to central library service. He contends that a distance of from 10 to 15 miles marks the practical limit of central library effectiveness.
- ²⁴ Roberto P. Haro, "Bicultural and Bilingual Americans: A Need for Understanding," Library Trends, vol. 20, no. 2 (October, 1971), pp. 264-265.
- ²⁵ F. A. Lujan, "Services to the Spanish Speaking," R. Q. (American Library Association, Reference Services Division) 12, (Spring 1973), pp. 284-5.
- ²⁶ Barbara Wynn, "Oakland, California: La Biblioteca Latinoamericana," Wilson Library Bulletin, (March, 1970), pp. 751-756.
- ²⁷ An important discussion dealing with the topic of liaison is provided by Roberto P. Haro in his article, "Bicultural and Bilingual Americans," Library Trends, vol. 20, no. 2 (October, 1971), pp. 265-267.
- ²⁸ Beckie S. Smith. Preliminary study of indexing needs and alternative indexing systems for Spanish speaking library users. Nashville, Tennessee, Fisk University Library, Research Program in Ethnic Studies Librarianship, 1976.
- ²⁹ Roberto P. Haro, "How Mexican Americans View Libraries," Wilson Library Bulletin, op. cit., p. 741.
- ³⁰ Ibid., p. 742.
- ³¹ Two works which deal extensively with this topic are E. J. Josey's work, New Dimensions for Academic Library Services, (Metuchen, New Jersey: Scarecrow Press, 1975), and Reader in Media, Technology and Libraries, edited by Margaret Chisholm, (Reader series in library and information science), (Englewood, Colorado: Microcard Editions Books, 1975).
- ³² E. J. Josey, "The Role of the Academic Library in Serving the Dis-advantaged Student," Library Trends, op. cit., p. 436.
- ³³ Ibid., p. 437-438.

³⁴Roberto P. Haro, "Academic Library Services for Mexican Americans," College and Research Libraries, (November, 1972), p. 455.

³⁵Ibid., p. 456.

³⁶Bibliographic infrastructure is a term used by these writers to express the bibliographic base required to provide regular library services to a client group. This term encompasses the existence of bibliographic reference services, collection development tools, a certain level of bibliographic output, and the existence of an identified level of demand for those services.

³⁷Richard E. Woods, "Libraries and Mexican American Bibliography," College and Research Libraries, 38, (January, 1977), pp. 32-36.

³⁸Vincent Ostrom, The Intellectual Crisis in Public Administration, (University, Alabama: The University of Alabama Press, 1974), pp. 58-62.

³⁹American Library Association, Library Administrative Division, "E.E.O.C. Guidelines for Preventing Discriminatory Employment Practices, L.A.D. Report," American Libraries, 3, (December), p. 1207.

⁴⁰Ibid., p. 1208.

⁴¹"S.F.P.L. Forms Committee on Affirmative Action," Library Journal, 98, (March 15, 1973), p. 818.

⁴²"Mumford Announces Changes in Equal Opportunity Program," Library Journal, 98, (March 15, 1973), p. 818.

⁴³"Los Angeles County Library, Reverse Discrimination Flap," Library Journal, 98, (April 1, 1973), p. 1069.

⁴⁴Arnulfo D. Trejo, "Modifying Library Education for Ethnic Imperatives," American Libraries, 8, (March, 1977), pp. 150-151.

⁴⁵"Survey of Minority Graduate Students," American Libraries, 3, (October, 1972), p. 942.

⁴⁶"Minority L.S. Grads Still a Trickle," Library Journal, 95, (February 15, 1970), p. 616.

⁴⁷S. R. Reed, "Library Manpower Statistics 1969-72 and the Outlook for the Future." Bowker Annual of Library and Book Trade Information, 1972. (New York: Bowker, 1972), pp. 260-8. See also p. 262 for Tables 1 and 2.

⁴⁸These estimates have been projected taking into account an approximated number of 200 professional librarians from accredited library schools and a total number of close to 8,000,000 Spanish speaking population in the United States. This estimate is merely a rough indicator of the size of the professional pool of Spanish speaking librarians. Difficulties in obtaining more accurate data on the number of professionals prevented a more exact indicator.

⁴⁹American Library Association, Office for Library Personnel Resources. Survey of Graduates and Faculty of U.S. Library Education Programs Awarding

...
Degrees and Certificates, 1973-74. Tables 1 & 2. ALA, November, 1975, mimeo. Single copies of this survey are available from ALA/OLPR, 50 East Huron Street, Chicago, Illinois, 60611, without charge.

⁵⁰ Arnulfo D. Trejo, "Modifying Library Education for Ethnic Imperatives," American Libraries, op. cit., pp. 150-151.

⁵¹ "Minorities Manpower Pilot Project," American Libraries, 4, (June, 1973), p. 369.

⁵² Marilyn Salazar, "Referral Network to Assist Minority Applicants to Library Schools." American Libraries, 4, (September, 1973), pp. 493-4.

⁵³ "Minority Manpower for Michigan S.L.S.," Wilson Library Bulletin, 47, (December, 1972), p. 327; and "Michigan U. Library School: Minority Students Drive Again," Library Journal, 97, (November, 1972), p. 3951.

⁵⁴ "Minority Recruitment," American Libraries, 3, (May, 1972), p. 337.

⁵⁵ Gary English, "The Trouble With Community Action ..." Public Administration Review, vol. 32, no. 3 (May-June, 1972).